

## CHAPTER 2

### MOBILIZATION OVERVIEW

#### A. DEFINITION

The 1985 draft DoD Master Mobilization Plan (MMP) defines mobilization succinctly and clearly:

1. "The act of assembling and organizing national resources to support national objectives in the time of war or other emergencies.
2. The process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergency. This includes activating all or part of the Reserve Components as well as assembling and organizing personnel supplies, and materiel."

This definition includes all the elements of mobilization concepts, objectives and processes to be addressed in this Handbook.

#### B. TYPES OF MOBILIZATION

Generally, the nature and imminence of the emergency governs the level of response. There are four defined levels of mobilization:

Selective Mobilization - Expansion of the active Armed Forces resulting from action by Congress and/or the President to mobilize Reserve Component units, Individual Ready Reservists, and the resources needed for their support to meet the requirements of a domestic emergency that is not the result of an enemy attack.

Partial Mobilization - Expansion of the active Armed Forces resulting from action by Congress (up to full mobilization) or by the President (not more than 1,000,000) to mobilize Ready Reserve Component units, individual reservists, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

Full Mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to mobilize all Reserve Component units in the existing approved force structure, all individual reservists, retired military personnel, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

Total Mobilization - Expansion of the active Armed Forces resulting from action by Congress and the President to organize and/or generate additional units or personnel, beyond the existing force structure, and the resources needed for their support to meet the total requirement of a war or other national emergency involving an external threat to the national security"<sup>1</sup>.

There is no set sequence to these levels of mobilization; each depends on the threat to U.S. national security or to our Allies. The requirement to initiate selective mobilization usually will compel the review at all levels of plans and requirements to mobilization on a larger scale.

Additional options are available that do not fall into any single level of mobilization. The President may augment the active Armed Forces by calling to active duty units of the Selected Reserve and Individual Mobilization **Augmentees** (IMA) totaling up to 100,000 individuals for up to 90 days to meet the requirements of an operational mission. At any time they are required for national defense, Service Secretaries may recall involuntarily any number of military retirees who have retired with 20 or more years of active service.

#### C. MOBILIZATION AUTHORITIES

All authority to institute mobilization stems from U.S. Code and Public Law. Emergency actions are governed by Congressional action, Executive Orders, federal regulations, departmental regulations and Service regulations derived from U.S. Code and Public Law. Figure 2-1 illustrates some emergency responses available and authorities for their use. Appendix A gives sources of significant authorities that pertain to various emergency conditions.

#### D. THE MOBILIZATION PROCESS

1. National Level. The President and the National Security Council establish national mobilization policies and objectives. Responsibility for DoD **planning**, testing, and executing mobilization extends from OSD and its staff elements to JCS and the Military Departments. Parallel responsibilities apply to most other Federal departments and agencies-

2. The Joint Chiefs of Staff. The Organization of the Joint Chiefs of Staff provides guidance to the unified and specified commanders and to the Services concerning mobilization assumptions for operational planning; it assesses mobilization plans, develops mobilization preparedness actions, and plans and conducts mobilization exercises.

3. The Military Services. Service mobilization plans are built upon requirements expressed in approved operation plans (**OPLANS**). The situation at hand determines the level of mobilization, from selective through total mobilization, which responds to the most demanding operational scenario. Figure 2-2 illustrates the planning structure.

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<sup>1</sup> JCS Pub 1.

## AUTHORITY TO ORDER MOBILIZATION/CALL-UP

Situation	Action Required	Authority	Personnel Involved	Remarks
1. Any level of emergency	Publish order to active duty	10 U.S.C. 672 10 U.S.C. 688	Volunteers from <b>National Guard</b> and Reserves. Retired members of the Regular <b>forces</b> and 20 year active <b>duty Reserve</b> Retirees either voluntarily or involuntarily	May be used for any lawful purpose. Consent of the governor is required for <b>NG</b> members <b>serving</b> under 10 U.S.C. 672
2. Domestic Emergency. Selective Mobilization)	Presidential Proclamation to <b>disperse</b> under 10 U.S.C. <b>334</b> & Executive Order under 10 U.S.C. appropriate to purpose of the call	10 U.S.C. 3500, 8500 & appropriate orders of higher authority; 10 U.S.C. 331, 332, 333	National Guard & active forces	May be used for: Federal <b>Aid</b> to <b>states</b> in case of insurrection (10 U.S.C. 331); Enforce federal authority (10 U.S.C. 332); <b>Suppress interference with State</b> & Federal law (10 U.S.C. 333)
3. Operational mission requiring augmentation of <b>active</b> force ( 100K Callup)	Presidential Executive Order	10 U.S.C. 673b	Units and individuals of Selected Reserve; limited to 100,000 (all services) for up to 90 days. The President <i>may</i> suspend <i>any provision</i> of law relating to promotion, retirement, or separation during any period members of a reserve component are serving on active duty under authority of Section 10 U.S.C. 673c	<b>President</b> must report to Congress within 24-hours on circumstances and anticipated <b>use</b> of forces. May not be used <b>instead</b> of a callup 10 U.S.C. 331 et seq., 3500, 8500, or for disaster relief
4. Contingency operation, war plan, National emergency (Partial mobilization)	Presidential Proclamation of a national emergency & an Executive Order	10 U.S.C. 673	Ready Reserve units and Individual Ready Reserve; limited to 1,000,000 (all services) for up to 2 years	President may extend appointments, enlistments & periods <i>of service</i> when Congress is not in session (10 U.S.C. 671b and 673c)
5. War or national emergency (Full or total mobilization)	Passage of a <b>public</b> law or joint resolution by the <b>Congress</b> declaring war or national emergency	10 U.S.C. 672 10 U.S.C. 671(a)	National Guard & Reserve <b>units</b> , IRR Standby Reserve, members of Retired Reserve. No numerical or time limitation unless established by <b>Congress</b>	Unless <b>terminated</b> at an earlier date by the Secretary concerned, the period of active service of any member of an Armed Force is extended for duration of any war and for six <b>months</b> thereafter (10 U.S.C. 671(a)).

Figure 2-1

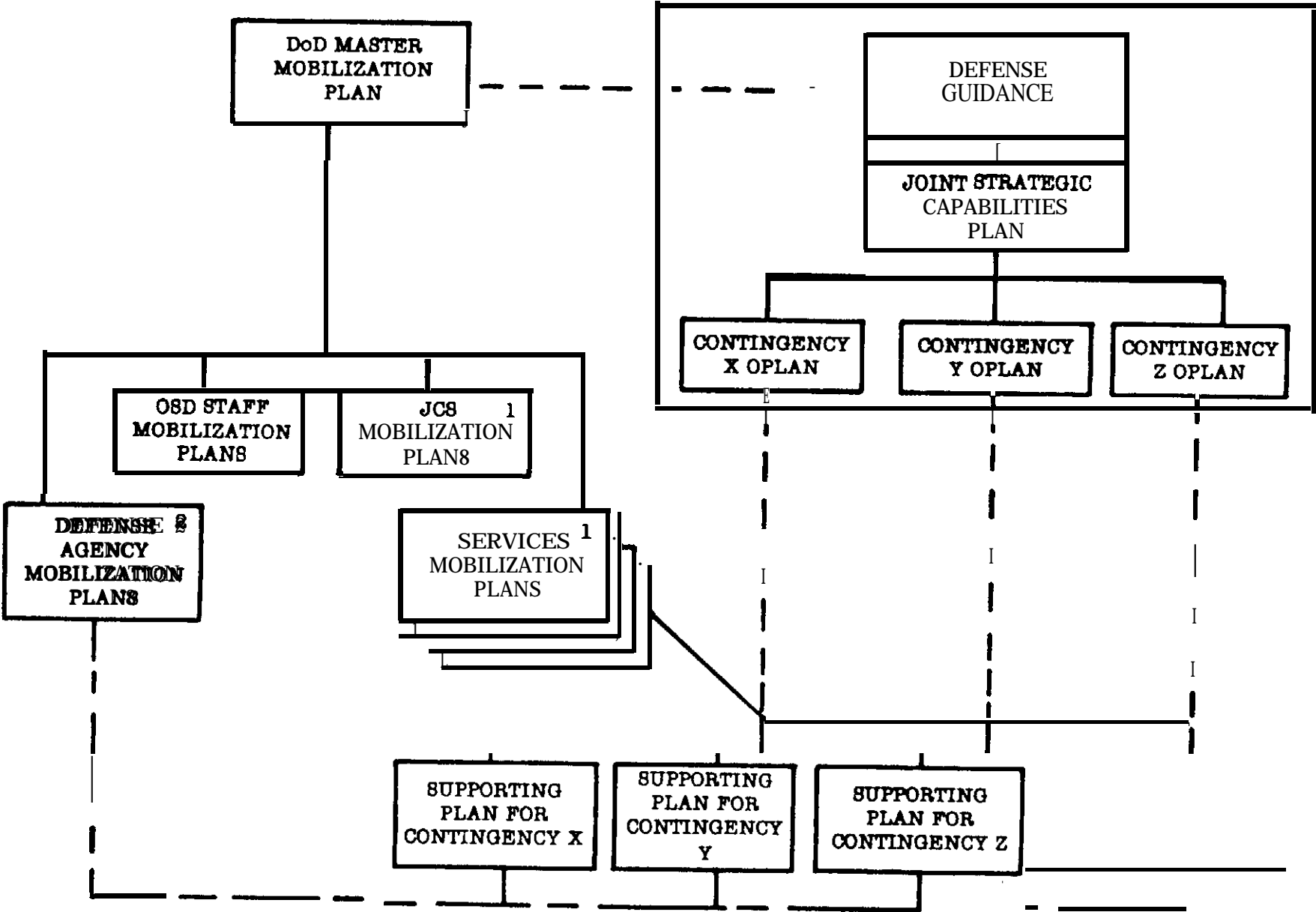
MOBILIZATION PLANNING OVERVIEW

- LEVEL
- I. Master Plan -Identifies responsibilities and tasks for major planning activities within DoD and provides guidance for accomplishing tasks and preparing plans.
- II. Organizational Plans-Detailed plans describing how each organization will accomplish its assigned tasks including procedures, criteria, and interfaces. These plans are independent of any particular contingency.
111. Contingency- Specific Plans. Provide details of mobilization responses to given contingencies considered more likely or most taxing in terms of mobilization requirements.

Source: DoD Master Mobilization Plan

— Command

- - Coordination



<sup>1</sup>Includes the documents that now provide mobilization guidance and operation plan mobilization evaluation.

<sup>2</sup>Some agencies develop detailed supporting plans for each contingency.

Figure 2-2

4. Initial Actions. When a national security emergency or war is declared several service-wide actions may occur, such as: (1) initiating military stop-loss actions; (2) requesting to extend terms of enlistment; **cancelling** leaves; and, (4) curtailing non-essential training. The President may request authority from the Congress to activate the draft. **DoD** may submit standby legislation to Congress for required additional authorities and provides fiscal and funding guidance to the Military Departments. When the President declares a National Emergency Reserve Components maybe alerted and activation of units and individuals could begin.

5. Service Differences. While there are broad parallels in what each Service does, there are many differences in emphasis or method of operations caused by their unique roles. Army manpower mobilization planning must provide for the reception and training of inductees. The Navy manpower mobilization planning must provide for the manning and supporting of ships at sea at increased tempos of operation and get those in port to sea in a combat ready state. The organization, size, and missions of the Marine Corps permit mobilization **planning** to be highly centralized in the Headquarters. Air Force manpower mobilization planning needs are closely linked to its equipment inventory and the mobilization process is amenable to strong centralized control by major commands.

6. Other Federal Agencies

a. Other Federal departments and agencies have an important role in mobilization planning and execution. Their assignments of emergency preparedness functions are delineated in Executive Order 11490. The National Security Council (**NSC**) is assisted in the planning and execution of mobilization and civil defense by the Federal Emergency Management Agency (**FEMA**). FEMA works with other Federal agencies at the national and regional levels, and through regional offices with emergency planners in each state. The Army, as DoD executive agent for civil emergency planning, works directly with **FEMA**. The normal interface with civil emergency planning at the installation level is through local civil agencies, rather than directly with FEMA regional offices. Installations should refer peacetime problems with civil emergency planning to their higher headquarters for resolution or wartime problems the STARC.

b. Two agencies of special importance to civilian personnel planners are the Department of Labor (**DoL**) and the Office of Personnel Management (**OPM**). The DoL monitors national work force activities through its regional offices and affiliated state employment agencies. **These** agencies operate the local offices of the U.S. Employment Service (**USES**)<sup>1</sup> with Federal funding support. The **local** USES offices form a national network and have the principal responsibility for recruiting workers to fill mobilization vacancies at installations and in defense industries. Some USES offices have state-wide data links for screening applicants, and some are tied to a national labor data system. The OPM is responsible for managing the Federal workforce for mobilization, **and** assisting in the recruitment of skilled workers.

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The titles of local USES offices vary from state to state. For example, they may be called job service, employment commission, **or public employment** offices, according to each state's organizational terminology.

## E. MANPOWER REQUIREMENTS AND MANPOWER RESOURCES PLANNING

### 1. The Planning Process

a. Manpower requirements and manpower resources planning is the process of assigning available manpower resources to mobilization requirements. It includes all manpower resources: Active and Reserve Components, retirees, inductees, volunteers and DoD civilian employees, as well as contractors, who can replace in-service DoD manpower.

b. Manpower requirements and manpower resources planning determines how to make the time-phased transition from the actual manning levels existing when mobilization is declared to wartime levels. Wartime manning must satisfy two major requirements: (1) combat units to meet **OPLAN** force commitments, and (2) sustaining or support activities. The initial objectives of this planning are to identify the numbers and skills of personnel needed in wartime and to develop and validate wartime requirements and priorities.

c. This planning includes specific methods for filling validated wartime requirements. Military personnel actions upon mobilization are centrally controlled through Service requisitioning and assignment systems. Civilian personnel realignment and recruitment actions are generally decentralized to the installation level under directives issued by the Office of Personnel Management (**OPM**).

d. It is essential that manpower requirements and manpower resources planners, military and civilian, keep active and current DoD and local **installation** mobilization planning so that they can contribute effectively to the installation's crisis or wartime mission and to the transition to such operations.

### 2. Planning Assumptions and Guidance

a. Planners require assumptions and guidelines to establish a consistent framework for their detailed plans. Appendix B is an example of a set of basic assumptions relating to manpower mobilization planning. Some examples of typical planning guidelines that might be issued by higher headquarters are contained in Appendix C.

b. The principal manpower mobilization planning document within DoD is the DoD Master Mobilization Plan. Each Service has a basic planning document usually augmented by subject-specific regulations. The major commands supplement these, if necessary, or retransmit them to those affected. Appendix D lists major DoD, JCS, and Service guidance documents and regulations concerning mobilization planning.